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ABSTRACT

This report studies the effectiveness of the central administrative organization in the East Orange school system. The study was conducted through reviews of rules, regulations, written board policy, and job descriptions, as well as through interviews with school district personnel to determine where central services might be made more effective and how individual schools could benefit from the services of the various central office personnel. After the interviews were completed, problem areas were isolated, and the present central office organization was analyzed. Recommendations called for creating a better central organization designed to improve the efficiency and quality of the educational program and to offer effective supportive services to teaching staffs. This proposed reorganization is discussed together with the rationale for restructuring several positions. (JF)

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ADMINISTRATIVE SURVEY

East Orange Public Schools
East Orange, New Jersey

October, 1970

Engelhardt and Engelhardt, Inc., Educational Consultants
Purdy Station, Westchester County, New York

EA 003 495

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PREFACE

This study of the central administrative organization of the East Orange school system has involved consideration of the effectiveness of the central office in improving the quality of education and the efficiency in the provision of supporting services to the individual schools. The study was conducted through a review of written Board policy, rules and regulations, and job descriptions. It also involved discussions with many people within the school system to determine where central office services might be made more effective and where individual schools could benefit from the services of the various central office personnel.

After interviews were completed, a compilation of problem areas and an analysis of the central office organization as it now exists were made. The result is in a series of recommendations which will create for the East Orange school system central services designed to make it possible to improve the efficiency and quality of the education of the children, and to offer the teaching staff supporting services which will permit them to be more effective in the educational process.

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I

PROBLEM AREAS

In discussions with central office personnel and principals, a number of problem areas have been uncovered in the East Orange Public Schools. These are itemized below. Consideration of these areas leads to the development of a more refined organization which by lines of authority and cooperation would do much to solve the problems.

Community Attitudes

1. Apparently there is some criticism by the public in regard to the lines of responsibility in central administration.

2. There is concern about open debate by the administration and the Board and concern over whether this has a good effect in terms of public reaction toward the school system.

3. Apparently also there has been question of whether the schools are overstaffed in central administration. In this particular case, the East Orange Education Association answered the charge rather than the Board or the school administration; this was disturbing to some.

4. It seems apparent to your consultants that there are two steps to take in the development of good community attitudes. One would be to advertise that the entire professional educational community is "working together." This should be facilitated not only by adequate communications - house organs, committee meetings - but also by social affairs which, through informal discussions, will give everyone an opportunity to understand one another better.

   Second, it seems important to improve communications with citizens of East Orange and the City administration by the development of a public informational program which will flow continuously through the press, radio, and television and in such brochures or newsletters as might seem desirable.

Communications

Communication is important not only between school and community but also within the school system itself.

1. It has been suggested that the budget might be a good vehicle for discussing needs, priorities, and changes.

2. Communication between principals and the central office is vital, and in the plans which are submitted here for organization an attempt has been made to make certain that the needs of principals are quickly and effectively discussed and met through the central office personnel.

3. Again, however, the house organ, the regular meetings between principals and central office personnel, the meetings of the entire staff are of great value. It is also to be considered that in the meetings of the entire staff not simply the professional staff but also the entire supporting services staff should be encouraged to participate. "Working together" involves everybody who is concerned with the operation of the school system.

4. Aside from a house organ, communications should be directed in a line procedure so that principals are directly involved with teachers and head custodians with custodians.

5. It is apparent that regular established dates should be made at the beginning of the school year for meetings with all principals and those in charge at the central office.

6. A minimum number of communications or forms for supplying information should be placed on the principal's desk.

Attitude toward Central Office

1. There is a suggestion that there is too much paper work coming from the central office to the principals. Actually, the principal should be spending at least 90 per cent of his time on the improvement of techniques of teaching and curriculum development.

2. Over the past years there has developed considerable autonomy for the principals; and this in turn has made the central office, and especially the superintendent's office, less significant than it should be. There is a demand now for a much closer liaison between the superintendent and the principals, and the central office organization should be so established that this is possible. Although because of the size of the district it is not feasible for the superintendent to have day-to-day contact with every principal, it should be possible for him to visit schools regularly and frequently. This means that the details associated with his office must necessarily be assumed by other people, and the proposed organization of the central office is directed to this end.

3. In discussions with the principals and other members of the administrative staff, it appears that greater visibility is important for the superintendent. Because he has not been given adequate staffing in his office, however, he has been so tied down with details that it has been impossible for him to be in personal contact with the schools as frequently as he should.

4. As part of the communication system between central office and principals, the superintendent has seen to it that principals receive the agenda and minutes of the Board meetings. It is suggested that principals be encouraged to attend all Board meetings. This will help familiarize them with the major issues facing the Board and the central office.

Dual Control

As in many New Jersey school districts, the responsibilities for central administration are divided between the superintendent of schools and the secretary to the Board-business manager. The successful administration of a school district under this situation depends almost entirely on the personalities involved and not upon a proper organizational structure.

From numerous discussions with principals and central office staff, it appears that both the superintendent's office and the secretary's office are in excellent harmony and work closely together to achieve a common end. It must be pointed out, however, that this harmony is brought about by personalities and not by organization. This study will suggest that certain of the matters with which the secretary is now concerned, especially in the area of supporting services, be delegated to a business administrator and that the secretary of the Board be assigned those responsibilities required by law.

Role of the Superintendent

The position of superintendent of schools has been established to provide educational leadership for all the schools of the district. His primary function is to see that the curriculum and teaching process are adequate to meet the needs of all the students. He also has the responsibility of supervising supporting services and of preparing materials for board action. These latter functions should always be considered secondary, however, to the paramount assignment of providing the professional leadership for the educational program.

To accomplish this leadership function, it is essential that his offices be adequate for conferences with principals, teacher committees, and staff specialists. They should contain a professional library covering all phases of education to which all members of the staff throughout the school system may refer. There should also be provision for a curriculum laboratory which would contain new books, film strips, tapes,

motion pictures, samples of the latest developments in various types of audiovisual equipment, aids to reading, and the like, where teachers may try out, analyze, and arrive at decisions on their benefit to the school system.

In this same suite the Board of Education should have an adequate meeting place with all of its materials close at hand. The offices of the secretary to the Board should be close by to provide the maximum degree of efficiency for supervision and coordination. Offices for the central staff and specialists should be nearby. If the school district is to receive maximum benefits from its administrative staff, it is necessary to provide this kind of coordination of space.

If the above statement is accepted as policy for the school district, the superintendent will then be placed in a position of leadership and will be responsible for carrying out a program of both formal and informal coordination among all offices. He will need to be relieved of all the detailed problems which are now associated with his office and which can be readily assigned to others. It should also be possible for him to travel frequently and to view other school systems in operation.

Role of Assistant Superintendent-Instruction

1. A number of principals expressed the need for more visitation to the schools by the assistant superintendents. Here, again, the feeling emphasizes the need for a better system of communication and points in the direction of both formal and informal contacts. It might be suggested that thought be given to a regular monthly meeting of the principals, the assistant superintendents, and the superintendent with a planned agenda prepared some time in advance and with scheduled visitations to the schools at other times during the month by the assistant superintendents and the superintendent. A well prepared house organ distributed to all members of the professional

and classified staff of the system could do much to develop items which should be placed on the agenda. As will be pointed out later, the assistant superintendent-instruction should have the main responsibility of contact with principals. Since his primary responsibility is to serve the individual schools, his visibility and the visibility of members of his staff within the schools is vital and of major concern.

2. He should also accept the responsibility for curriculum development, research, and services of central staff coordinators and collaborators.

3. Under the assistant superintendent-instruction is the director of special education and services. His operation is primarily to serve the principals through referrals of children who have problems. He has built up a splendid organization. However, one of the major problems that the schools are facing is immediate and direct action. It is important in this operation to recognize that, when a teacher discusses a pupil problem with the principal, who in turn requests help from the division of special education and services, the operation should be immediate and one of direct contact with the principal and the child. The word "services" in the title of this division is very significant and should be recognized as the all-important function.

4. The assistant superintendent-instruction might well consider the advisability of assigning psychologists and social workers to particular buildings so that referrals could be handled more rapidly.

5. In any case, the division of special education and services should be housed beside the offices of the assistant superintendent-instruction.

6. In view of the great importance of better and more direct communication with the schools, it is also being suggested that the assistant to the director of special education and services have as his first assignment the responsibility of direct contact with principals and of seeing to it that the schools are serviced as rapidly as possible.

7. In connection with health services it has been suggested that one of the nurses be assigned as a nurse-coordinator. This office might be located in a small school so that the direct nursing responsibilities would not be so great as to detract from the responsibility of coordination of the nursing function.

Assistant Superintendent-Personnel

The present situation in regard to personnel, both professional and classified, is vague and uncoordinated.

1. The function of an assistant superintendent-personnel would normally include visitation and recruitment, certification, evaluation, record-keeping, budgeting, relations with the teachers' association, and negotiation. No one of these functions is found in any clearly defined role of the assistant superintendent.

2. Recruitment for all personnel should be a function of a director under the assistant superintendent-personnel. This is a full-time role in East Orange considering the fact that over 100 professional people are hired each year. Principals should not be assigned the job of visiting colleges and other school systems, since this detracts from their primary responsibility of supervision in their schools. Also, since the principals work in the school system only ten months a year, this additional function is far too time-consuming. On the other hand, although the director of recruitment would be primarily responsible for employment, he should always work closely with the principal to whose building the persons are to be assigned, since it would not be well for any employees within a given building to be assigned without the principal's full agreement.

3. Evaluation and performance is also an important function requiring the full time of a director under the assistant superintendent-personnel. This person should spend a great deal of his time in the schools.

4. There is also need for assignment of the functions of maintaining personnel records, certification, and budgeting. These functions are indicated on the Personnel Chart.

5. Since the assistant superintendent-personnel would be responsible for negotiation and contacts with the teachers' association, it would be well for the Board to consider employing a professional negotiator to represent the Board in negotiating sessions.

Role of the Principal

It seems that the question of the principal's responsibility for all personnel in his building is not fully recognized. There is no question that everyone in the school system should understand that the principal is the person responsible for his building and that this applies to professional staff, custodial staff, and all those who are visitors.

1. Another fact that came out of the discussions indicates the need for closer and more frequent contact with the superintendent and his assistants. As suggested previously, it would be desirable to set up a regular principals' meeting at least once a month and also to involve the central office in many informal contacts through school visitations.

2. Although principals are the administrators of their buildings, complete autonomy has its disadvantages. For example, the selection of texts and equipment should be a matter of cooperation with the central office but would be a function of the assistant superintendent-instruction. Likewise, a high level of coordination needs to exist between the principal and business administrator for supporting services in connection with the purchase of supplies and equipment, and it should be primarily the business administrator's role rather than that of the principal's.

3. Another factor came to light in regard to special funding, especially in connection with federal grants. Studies indicate that grant applications can be implemented most effectively through one central office person who has made it his responsibility to become thoroughly acquainted with all the funding possibilities and procedures. This is a complex problem that should not be placed in the laps of the principals.

4. Even the question of uniformity of reporting to parents is one that should be focused in the central office, and general agreement should be reached by principals with the help of central office personnel on the most satisfactory procedure in this regard.

Maintenance and Operation of Facilities

A common note from various principals and others in the school system indicates that maintenance of buildings is not what it should be. Maintenance is not simply a function of preserving the structure; it also has much to do with the morale and conduct of teachers and pupils. Likewise, the custodians are frequently close friends of the children and help them in many ways. They also serve the teachers in providing them with materials and equipment that each one specifically needs for the program that is being carried on.

Maintenance and operation need to be considered as a supporting service to the educational program and the people involved in the teaching-learning situation. At present, however, maintenance and operations are the responsibility of the secretary of the Board and, therefore, have a remote relation administratively to the principal and his staff. As is indicated later in this study, this operation should be a responsibility of the superintendent of schools. Custodial assignments should be developed with principals as a part of their total decision-making process in the operation of their buildings. It has been indicated that direct contact between principals and the supervisor of buildings and grounds would provide faster and more adequate service.

1. Requisitions may get delayed in the present central office organization, since they are required to go through many hands before being acted upon, but a direct contact between the principals and a business administrator for supporting services would give an efficient and fast route to those whose help is needed.

2. It has also been pointed out that, in the case of the high school, there may be 2,000 students during the daytime and 1,500 adults at night, which does not give the maintenance crew sufficient time to clean the building daily. The possibility arises of establishing a night crew which would operate from midnight to 8 a.m. for maintenance and operational purposes.

3. The supervisor of buildings and grounds, when reporting directly to the business administrator for supporting services, should be given full responsibility in his tasks of handling requests, developing maintenance schedules, and assigning the maintenance employees and custodians in the most effective and efficient manner possible. He should also make certain in assigning custodians that the principal is in full accord with the assignment.

4. There is also a question of the adequacy of manpower in this division which indicates a need for an overall study and a policy by the Board in regard to the use of outside contractors.

5. Another aspect of the manpower problem is the need for a complete inservice course for custodians which will assure that their time is used most effectively.

II

PRESENT ORGANIZATION

The present organization has apparently developed from filling the gaps as needs arise rather than from an overall long-range plan of the central administration. It is deemed advisable to establish a pattern under which growth can take place with logic and an understanding of all the functions of the administrative center.

The Board of Education, which is essentially a policy-making group, should not be faced with any administrative responsibilities. Yet it not only has the direct supervision of the superintendent of schools and the secretary-business manager but also becomes involved with the curriculum council and with teacher negotiations. These latter two functions should be performed by the administration guided by policies established by the Board of Education. Of course, it would be preferable not to have the dual system of administration and to have the superintendent the sole chief executive reporting directly to the Board. However, since the statutes call for a secretary to the Board whose primary responsibility is accounting and the supervision of all documents of the Board, it is necessary for this position to be established.

At present, the secretary-business manager is also responsible for buildings and grounds, purchasing, maintenance and operation of buildings, and custodial staff. These latter functions are strictly supporting services for the educational program, and it is only through a high degree of cooperation between the secretary-business manager and the superintendent that this work proceeds satisfactorily. Any conflict that might develop between personnel would, of course, disrupt the smooth flow that now exists.

When it comes to change in redirection of teaching techniques or curriculum, the action apparently is a function of the teachers' association in contact with the assistant superintendent in charge of personnel. Here again, the operation of this function is not clearly defined and it is doubtful that it can be very effective.

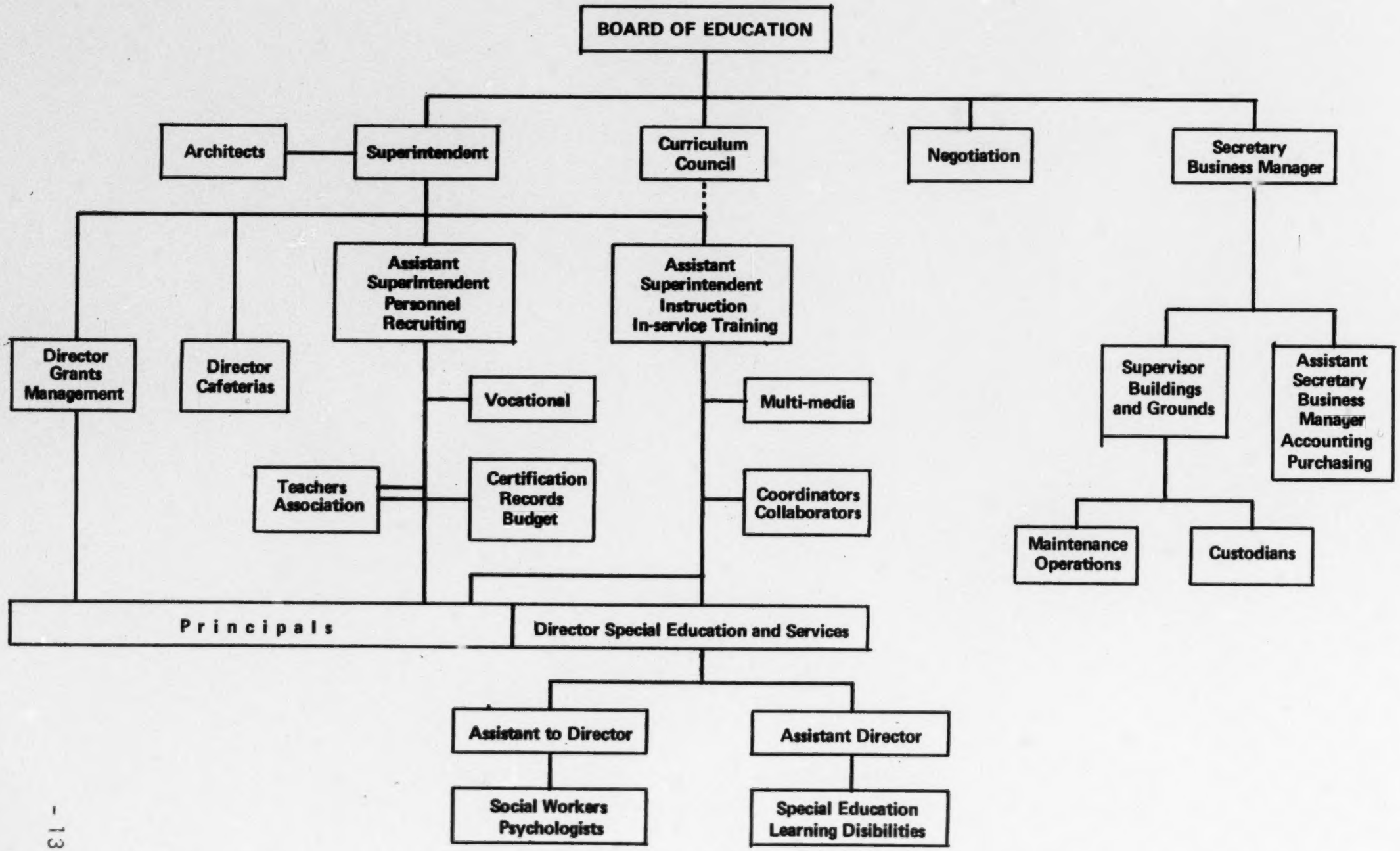
An assistant superintendent in charge of personnel is primarily concerned with recruiting, although he also has the responsibility for certification, personnel records, and personnel budget. In addition, the director of vocational and adult education and the director of cafeterias report to him. What these latter two functions have to do with personnel is questionable.

The assistant superintendent in charge of instruction has reporting to him the director of special education, the coordinators and collaborators in various subject fields, as well as the director of multimedia. There is a director of grants management who reports to the superintendent. Thus, the instructional responsibilities are divided among administrative heads where line responsibilities should exist. Certainly, the assistant superintendent in charge of instruction should be responsible for curriculum development; he should also be responsible for inservice training, innovation, pupil accounting, guidance, and all of the specialists who are concerned with the development of the curriculum and with aiding the teachers in the schools. It appears it would be highly desirable to regroup these various functions in the instructional field so that they can be brought together under one line organization.

CHART 1

PRESENT ORGANIZATION

EAST ORANGE PUBLIC SCHOOLS



An attempt has been made to present the existing organization in graphic form and it does indicate the inconsistency of the staff responsibilities for many of the functions that exist in the school system. It also indicates the complete separation of control of buildings and grounds and maintenance from the superintendent's staff - an important supporting service for the instructional program. Perhaps a good illustration of this separateness is the fact that the secretary-business manager has available to him the data processing center which is operated by the City; yet there is no data processing available in the instructional field for personnel records, pupil accounting, testing, and inventory of supplies and books, functions which the secretary-business manager probably would not wish to undertake.

In the recommended organization, it is suggested that the secretary to the Board handle the financial accounting and that there be a business administrator in charge of supporting services who would report directly to the superintendent. It is entirely possible that these two functions could be carried on by the same person at present but with the understanding that he would be responsible to the superintendent for those phases of his work which have direct relationship to the operation of the school, including custodians, food service, maintenance and operation, transportation, purchasing and inventory, and data processing. The functions of accounting could remain, as the statutes call for, in a position of direct reporting to the Board of Education.

There are also questions as to how titles are assigned in terms of the function of a given division. For example, there are a director of grants management, director of cafeterias, director of art, director of special education and services. It does not appear that these various directors have equal responsibility; nor are their assignments of equal value to the school system. In many of the subject matter fields, work is carried on by coordinators, such as library service and science. Other subject matter fields are directed by collaborators and the result is an overall organization in which some positions are on a higher level than others of greater importance. Although the recommended organization has taken into consideration existing personnel and their positions, further discussions will include the possibility of correcting some of these problems over the years ahead.

III

RECOMMENDED ORGANIZATION

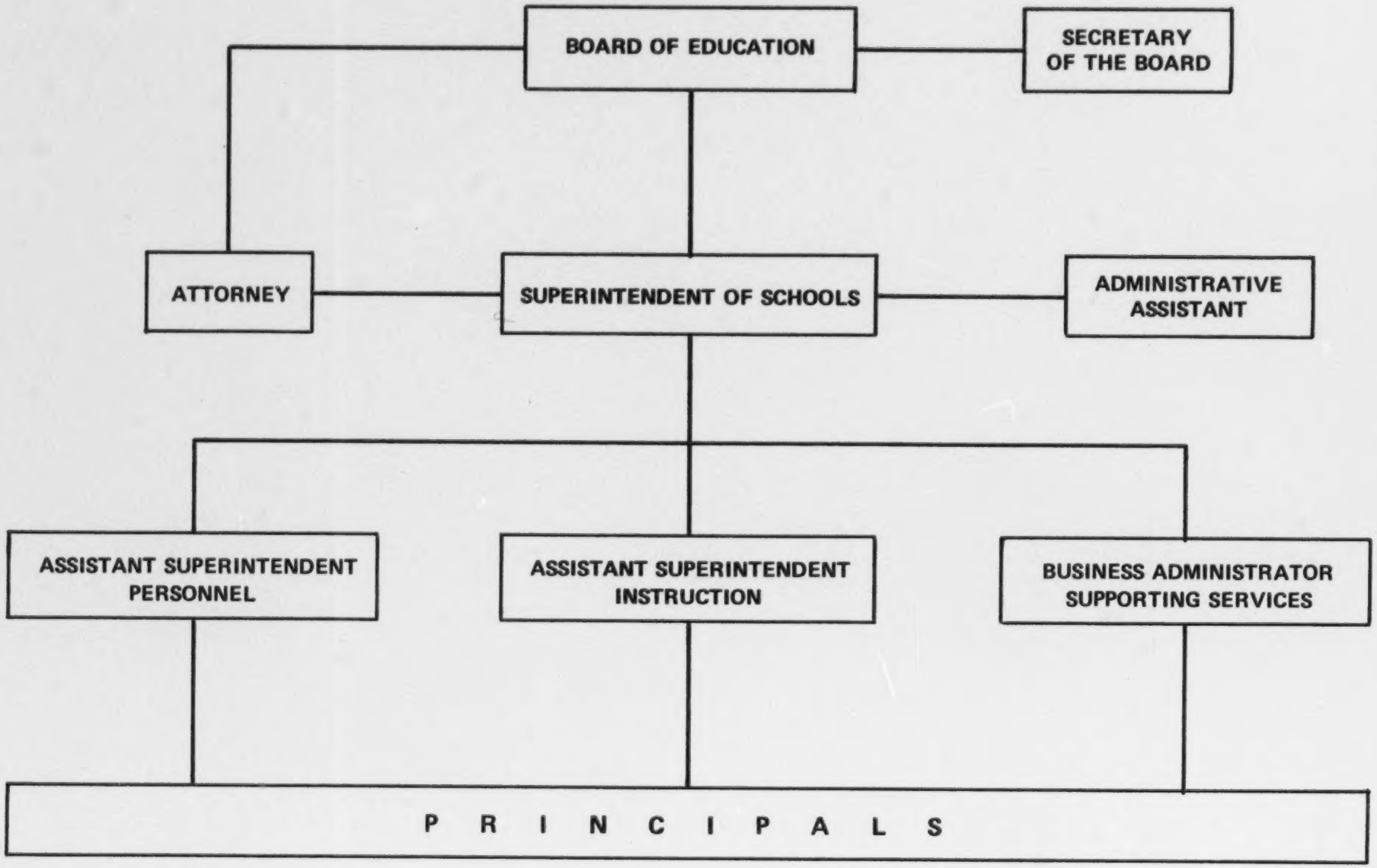
Chart 2 illustrates the recommended basic organization. With the exception of financial accounting functions which are delegated to the Secretary of the Board, the Superintendent of Schools becomes the chief administrative officer. The function of the Board of Education is policy-making, and it is the responsibility of the Superintendent of Schools to carry out these policies. It is recommended that the Board of Education have the opportunity to discuss with members of the staff and others, problems relating to education as a basis for their policy-making decisions, but that, in all cases, the Board will assign to the Superintendent of Schools the final responsibility for carrying out the decisions of the Board, including matters relating to curriculum and teacher negotiations.

In establishing the responsibility of the Superintendent of Schools, it is recognized that he does need an adequate staff within his own offices. Basically these would include an Administrative Assistant largely responsible for public communications, an Assistant Superintendent-Personnel who might ultimately be a director of personnel, an Assistant Superintendent-Instruction, and a Business Administrator-Supporting Services. Principals would be free to communicate directly with any one of the Assistant Superintendents or the Business Administrator without going through the Superintendent.

CHART 2

RECOMMENDED ORGANIZATION

BOARD OF EDUCATION – EAST ORANGE, NEW JERSEY



Another factor that should be seriously considered in connection with the office of Superintendent of Schools is the question of central facilities without which his work can become extremely inefficient and time-consuming.

The responsibilities for each of the administrators listed on Chart 2 are given in the following pages.

Administrative Assistant to the Superintendent

One of the areas which needs further assistance is public information. Public information includes materials explaining Board policies and decisions, budget formulation, staff handbooks, brochures explaining particular elements of the school program, and selected press, radio, or television coverage. Generally, it would cover materials of systemwide interest. The part-time use of a person with a journalism background would probably prove necessary to handle any quantity of written material. Not the least important communication would be the development of a house-organ type of publication covering items of interest concerning the schools, the pupils, and school employees.

In addition to this role, he may assist the Superintendent in connection with the development of his many projects, such as budget formulation, serving in his place at numerous meetings, maintaining contact with staff personnel, and overseeing management problems in the Superintendent's office.

INSTRUCTION

The Assistant Superintendent-Instruction is one of the most important positions in the school system. In fact, the title might well be Associate Superintendent on the highest salary schedule next to the Superintendent as a reflection of the importance of the work involved.

The office should have direct responsibility for all aspects of the instructional program. Chart 3 portrays the recommended organization.

Reporting directly to the Assistant Superintendent would be:

All Principals
Director of Special Education and Services
Director of Grants Management
Director of Curriculum
Director of Vocational and Adult Education

He would also be assisted by the Curriculum Council and would attend its meetings, coordinating its work with the problems coming to him from all sources of the instructional operation.

Reporting directly to the Assistant Superintendent-Instruction would be the Director of Curriculum. This latter office would have three principal divisions as follows:

1. Coordination of all major instructional fields, such as language arts, science, mathematics, fine arts, social studies, library service, and physical education.

2. Supervision of guidance, testing, and pupil accounting.

3. Direction of research and curriculum development, including a central curriculum laboratory, media center, and professional library.

CHART 3

RECOMMENDED ORGANI

ASSISTANT SUPERINTENDENT –

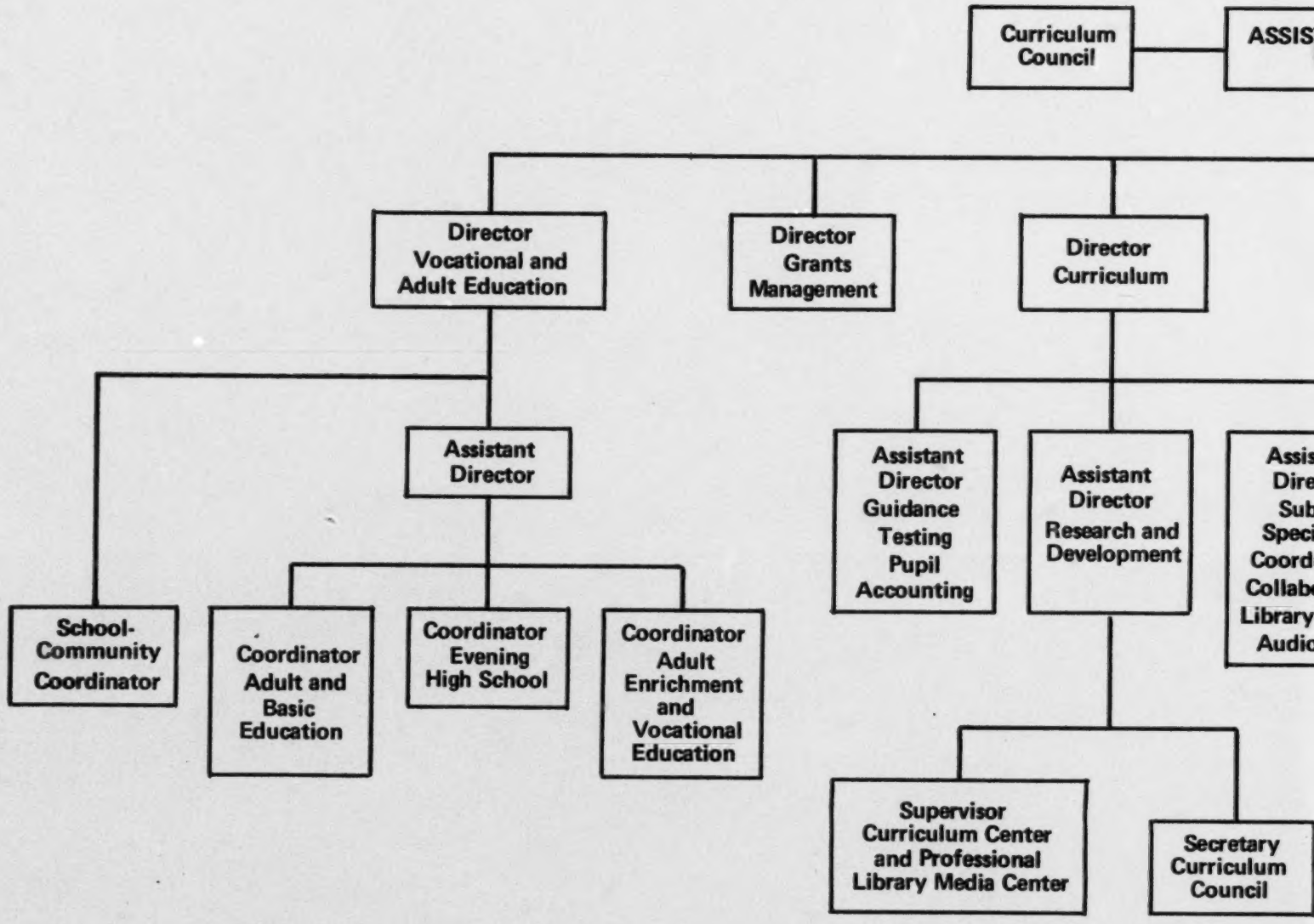
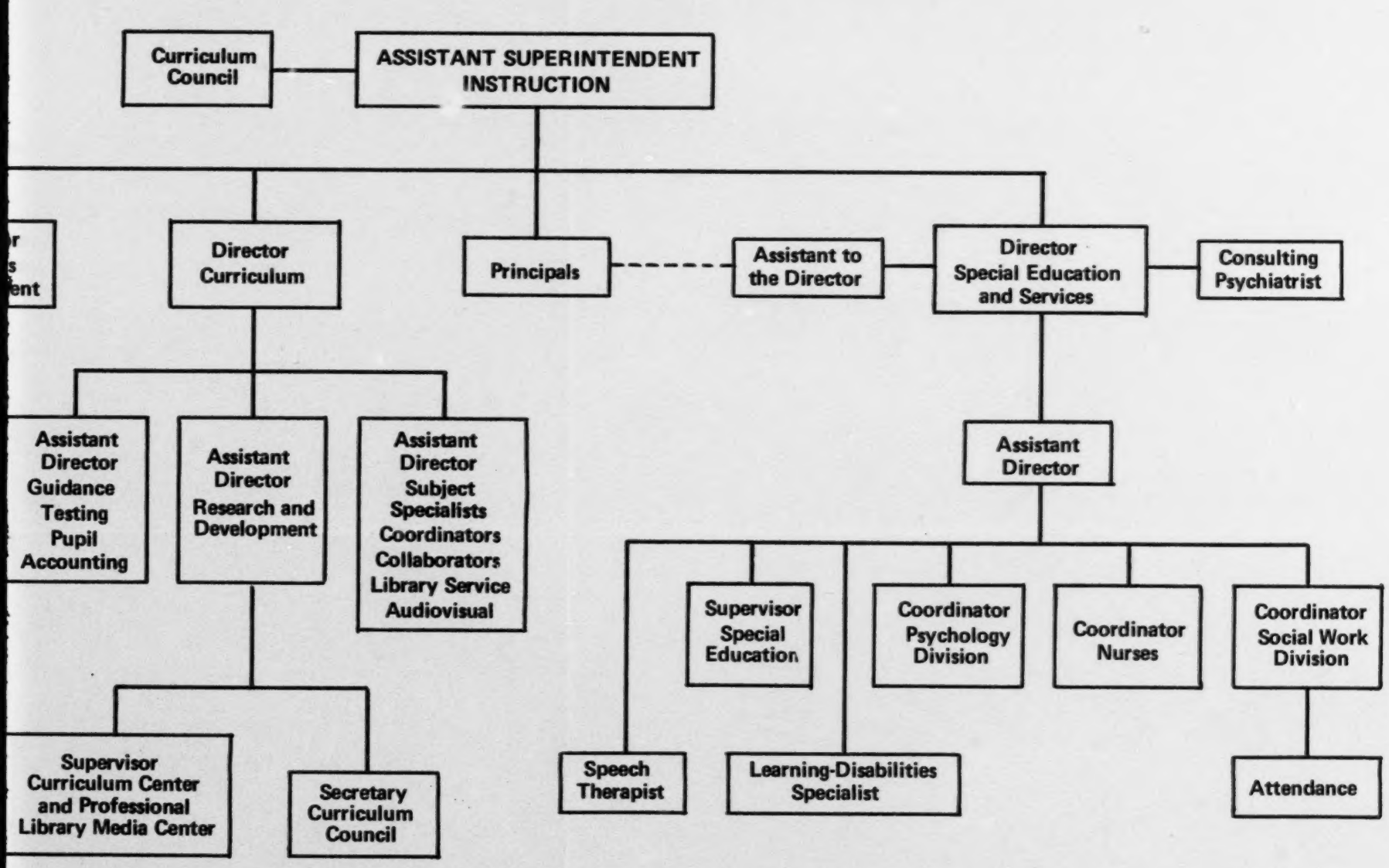

Curriculum Council
ASSIS
Director Vocational and Adult Education
Director Grants Management
Director Curriculum
Assistant Director
School-Community Coordinator
Coordinator Adult and Basic Education
Coordinator Evening High School
Coordinator Adult Enrichment and Vocational Education
Assistant Director Guidance Testing Pupil Accounting
Assistant Director Research and Development
Assis Dire Sub Speci Coord Collab Library Audio
Supervisor Curriculum Center and Professional Library Media Center
Secretary Curriculum Council

CHART 3

RECOMMENDED ORGANIZATION

ASSISTANT SUPERINTENDENT – INSTRUCTION



Assistant Superintendent-Instruction

The Assistant Superintendent-Instruction is directly responsible to the Superintendent of Schools. He shall act in place of the Superintendent of Schools in the event of illness or absence of the Superintendent. He has the following responsibilities and the authority commensurate to execute them effectively:

1. Direct and immediate supervisory responsibility for:

   a. Curriculum Director
   b. All school Principals
   c. Director of Special Education
   d. Director of Vocational and Adult Education
   e. Director of Grants Management

2. Supervision and coordination of all aspects of the instructional program and those services which contribute to its successful operation. He has line authority over the instructional program in his relationship with the Principals.

   Specific responsibilities include:

   a. Maintenance of a continuous program for the cooperative study and improvement of the instructional program.

   b. Maintenance of a varied and continuous program for the induction and inservice education of teachers.

   c. The initial orientation program for personnel new to the school system.

   d. Supervision of requests for supplies and equipment connected with the instructional program (but not the actual placing of such orders).

   e. Supervision and coordination of the instructional directors, supervisors, and specialists in their work with principals, teachers, and pupils.

   f. Aid in selecting all personnel directly concerned with instruction, including supervisors, specialists, principals, assistant principals, department chairmen, and teachers.

3. Regular evaluation of the instructional program and reporting on the findings to the Superintendent of Schools.

   a. Evaluation of the extent to which the Board's educational aims and purposes are being realized in the school program.

   b. Reporting annually in writing to the Superintendent of Schools regarding the successes and limitations of the educational program.

4. Preparation of State Education Department reports as requested.

5. Keeping abreast of the latest curriculum and instructional trends through participation in the activities of local, state, and national professional organizations and through visits to other school systems.

6. Cooperation with the Business Administrator-Supporting Services and the Assistant Superintendent-Personnel so as to coordinate all efforts toward improvement of the total school program.

7. Assumption of such duties and other responsibilities as may be assigned him by the Superintendent of Schools.

Director of Curriculum

The Curriculum Director is directly responsible to the Assistant Superintendent-Instruction. The Director has the following responsibilities and the authority to execute them effectively:

1. Direct supervisory responsibility for the Coordinators of Language Arts, Mathematics, Science, Social Studies, Libraries, Art, Music, and Physical Education. Direct supervisory responsibility for the Assistant Director-Guidance, Testing, and Pupil Accounting and the Assistant Director-Research and Development.

2. Responsibility and authority for working with coordinators, principals, and others to develop the general philosophy and goals of the total school curriculum.

   a. Study of new materials and methods.

   b. Observation and reporting upon innovative programs in East Orange and other school districts.

   c. Attendance at appropriate meetings and conferences of state and national organizations.

   d. Review of evaluative materials, including tests.

   e. Work with coordinators and principals and others to develop general philosophy and goals of total curriculum within the scope of overall Board philosophy.

3. Responsibility and authority for developing a correlated and integrated program of instruction for kindergarten through grade twelve in all areas of instruction.

   a. Organization and conducting of inservice experiences for teachers which cut across subject-oriented lines.

   b. Organization and conducting inservice experiences for teachers who do not have leadership of specialists or coordinators.

c. Coordination of the efforts of teachers and teacher committees in improving and updating the curriculum for all levels of pupil talent.

d. Observation of teachers and provision of opportunities for mutual discussion of the teaching-learning situation.

e. Coordination of efforts to develop instruments to evaluate the curriculum in relationship to the learning experiences of pupils.

f. Coordination of efforts to integrate the various curriculum elements into a comprehensive whole, including the formation of faculty teams.

4. Shared responsibility for the selection of teachers.

a. Aid in the recruitment process as necessary.

b. Cooperation with Assistant Superintendent-Personnel and building Principals in the selection process.

c. Advice upon the assignment of teachers as necessary.

d. Making recommendations to the Assistant Superintendent-Instruction for the selection of Coordinators of Language Arts, Mathematics, Science, Social Studies, Libraries, Art, Music, and Physical Education.

5. Assistance to the Assistant Superintendent-Instruction in budget formulation for this division.

6. Interpretation of the present curriculum and curriculum changes to the community, including school and civic organizations, through the Administrative Assistant to the Superintendent.

7. Performance of other duties as directed by the Assistant Superintendent-Instruction.

Staff of Director of Curriculum

Reporting to the Curriculum Director should be three assistant directors: one in charge of guidance, testing, and pupil accounting; one in charge of research and development; and a third responsible for all subject matter specialists, coordinators, collaborators, library services, and multimedia instruction.

Assistant Director-Guidance, Testing, and Pupil Accounting

At present, the testing program is carried on by the Department of Special Education and Services. This department should devote itself exclusively to the problems of special education, psychological, social work, and health services. The Citywide testing program affecting the great majority of teachers and pupils should logically be a part of the curriculum development program under the Director of Curriculum. Along with testing, guidance also becomes a related function; and it follows that the same office should concern itself with pupil accounting in terms of the testing program. Reporting to the Director of Curriculum should be a continuous process which, in turn, would influence the entire educational program throughout the system.

Assistant Director-Research and Development

Every school system should create a climate for innovation and development of content of curriculum as well as teaching techniques. The educational program is not a static situation but rather an ever-changing and ever-developing program. The Assistant Director-Research and Development should function along with the Curriculum Council and might very well be the secretary of the Curriculum Council, although on the organization chart we have indicated the latter as a separate position.

His qualifications would be those of a master teacher in a major field with an excellent background in many teaching techniques, since he would be responsible for working directly with groups of teachers in the development of new programs and new methods. He should travel widely to observe programs in other school systems as well as attend national conferences in the various subject matter fields, bringing back to the East Orange school system the very best that can be found in the country.

As part of his office there should be a curriculum center and professional library to which all teachers in the system might turn for new materials and new ideas and where teacher committees could meet in the formulation of changes in the content of courses of study and the development of improved concepts in presentation of the materials in the classroom. This means that new facilities are needed for the administrative offices to provide for adequate space for meetings, for the display of materials, for a professional library, and for adequate parking space for teachers.

Supervisor of Curriculum Center

The Supervisor of Curriculum Center is directly responsible for the overall curriculum materials program within the system. His main function is the improvement and enrichment of the curriculum through more effective utilization of all the materials and equipment available. His duties include:

1. Organization, management, and maintenance of a curriculum materials center which serves all the schools.
2. Administration of a systemwide curriculum materials program.

3. Aid in selecting new equipment and materials to meet the needs of individual schools.

4. Initiation of pilot programs involving listening, television, teaching machines, programmed materials, and overhead projection.

5. Conducting of an inservice program for teachers and principals through conferences and workshops.

6. Conferences with principals and coordinators, individually and collectively, on various aspects of program.

7. Issuance of bulletins giving information and availability of materials and other curriculum material and supplements.

8. Keeping informed on newest trends, equipment, and techniques by attending and participating at meetings and regional conferences.

9. Production of certain materials such as lantern slides, tape recordings, transparencies, etc.

Assistant Director of Subject Specialists

Reporting to the Director of Curriculum, this Assistant Director would be responsible for the work of all the Coordinators, Collaborators in all subject matter fields, as well as systemwide library and audiovisual services. Working closely with the Assistant Director-Research and Development and the Assistant Director-Guidance, Testing, and Pupil Accounting, this person would have an opportunity to transmit to all the teachers in the school system ideas for improvement and for development of programs which would be most effective. Thus, the Coordinators and Collaborators would have immediate and complete knowledge of the problems which need attention in each classroom situation.

Director of Special Education and Services

This office is an important one because it is responsible for dealing with individual pupils who have special behavior problems or learning disabilities. One of the most important functions of this department is giving assistance to principals who have recognized a pupil with a special problem. It is, therefore, suggested that the Assistant to the Director be the liaison person with all principals. The Assistant to the Director should also be an expediter who makes certain that the service to the principal is direct and immediate. In this position, he can direct problems to the proper person in the office of the Director of Special Education and Services and follow through to make sure that the problem is adequately handled.

Under the Director would be the Supervisor of Special Education, responsible for all special education classes, the work-study program for educable mentally retarded, and the supervisory program for all special education teachers. He would report directly to the Assistant Director of Special Education and Services.

The Coordinator of the Psychological Division would primarily be responsible for the evaluation and diagnosis of pupils and would recommend the classification and placement of students as the result of his evaluation and diagnosis.

The Coordinator of the Social Work Division would be responsible for consultation with teachers and principals and would be the direct contact with the home and parents. This office would have close coordination with the evaluation and diagnosis carried on by the psychologists in order that the problems of the home could be brought

to bear on the classification and placement of pupils or the correction of any particular problem. It is very likely that the social worker would also be involved directly with the clerk of the juvenile court and the family court in bringing all the knowledge which they have secured through their contacts with the school as well as with the home.

The Attendance Officers, known as the Home and School Visitors, should report directly to the Coordinator of Social Work so that there may be complete follow-up on any problem cases.

Also reporting to the Assistant Director would be the Coordinator of Nurses, a new position, yet one which should prove very effective in bringing to bear on any pupil's problem the medical history which is frequently the foundation of special problems.

This recommendation for the office of the Director of Special Education and Pupil Services alters to some extent the functions of the personnel in this office. It appears from discussions and the reading of the material produced by this department that, at present, there is much overlapping of functions and no clear-cut definition of the responsibilities for each of the workers. Under the present job descriptions, it is very difficult to determine the difference between a social worker and a psychologist, for example. Each of them apparently feels responsible for similar functions, whereas these two positions should be complementary, each with its own clear-cut responsibilities.

The offices of the members of this department should be closely related to the Assistant Superintendent-Instruction in a physical sense, and responses to requests of the principals should be immediate; that is to say, within 24 hours.

Director of Vocational and Adult Education

The responsibilities of this office should include organizing, administering, and supervising of programs in the areas of vocational education, distributive education, business education, adult school, work-study programs, and other occupational and continuing educational programs. The office should be responsible for direct contact with business and industry through the School-Community Coordinator who would be responsible to the Director.

Since this position is responsible for both day and evening programs, it is essential that there be an Assistant Director. The Assistant Director would be primarily responsible for the evening programs in the adult high school and in evening vocational and occupational programs.

At present, this position appears to have responsibility for recreational programs after school hours. It would be better if this program were assigned directly to the physical education department in cooperation with the Business Administrator-Supporting Services.

Also the Director is now responsible for proposals for federal, state, and philanthropic funds. Much of this responsibility should be given to the Director of Grants Management.

In addition to the School-Community Coordinator, there should be a Coordinator for Adult Basic Education, covering basic literacy, English for non-English-speaking people, Citizenship Preparation, and High School Equivalency Programs; a Coordinator of Evening High School; and a Coordinator for Adult Enrichment and Vocational Education.

Director of Grants Management

The Director of Grants Management would report directly to the Assistant Superintendent-Instruction. He would be responsible for being knowledgeable about all possible outside sources of funds - federal, state, and philanthropic. He would prepare all proposals and requests for funds and would follow through to see that they are obtained. Necessarily, he would work closely with the Assistant Director-Research and Development and with the Director of Vocational and Adult Education in developing proposals for essential services as well as innovative programs.

PERSONNEL

It is commonly recognized that the quality of a school system is directly related to the quality of the teaching personnel. The lion's share of money spent on education goes to pay staff salaries. In short, personnel management is too significant an area in the operation of schools to be left unsystematized.

With a turnover of 100 teachers a year, recruitment becomes a full-time job requiring extensive traveling and a high degree of competence. Principals should be relieved of this problem and a wider geographic area should be covered by the recruitment officers.

The Assistant Superintendent-Personnel should be given responsibility for systematically searching for competent personnel in all areas of school activity, including both certificated and classified personnel. He would also be primarily responsible for the development of policies concerning personnel and the official records of all personnel.

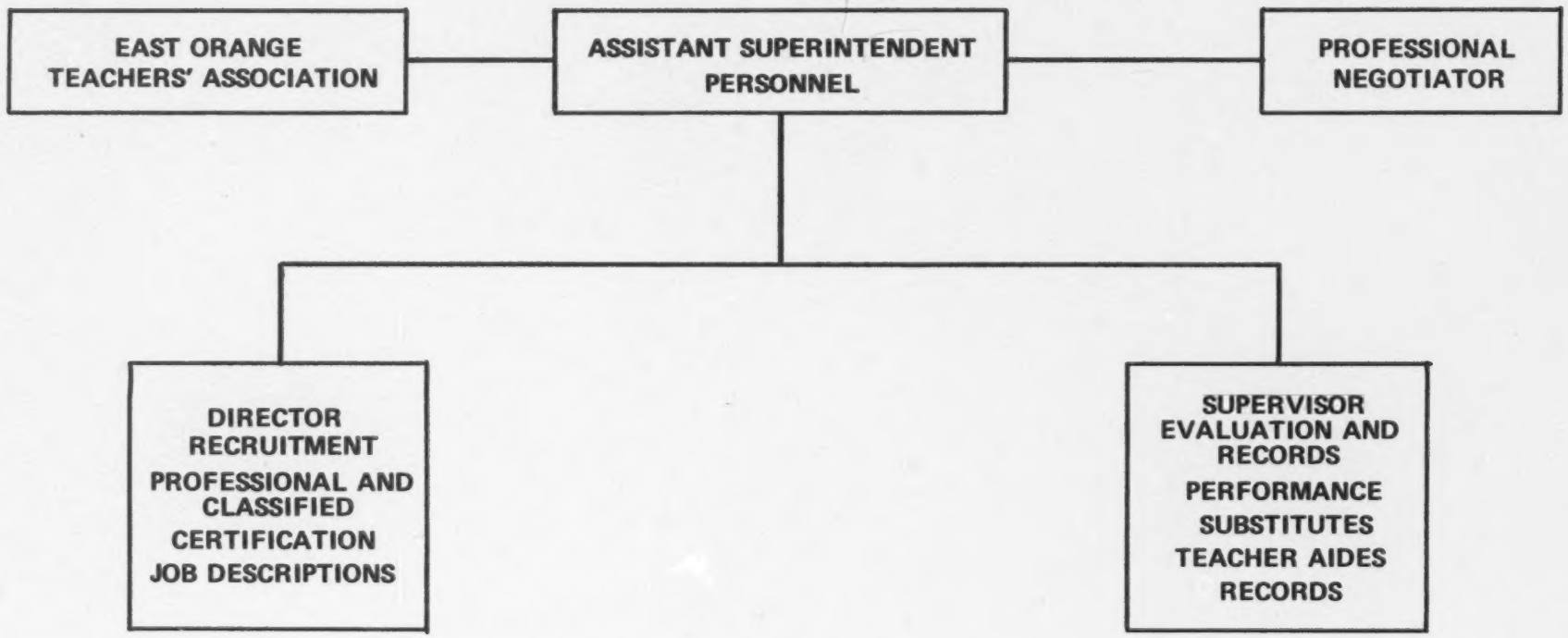
Activities which concern personnel, particularly personnel selection, should remain close to the Superintendent of Schools. Therefore, the Assistant Superintendent should occupy a staff role under the direct supervision of the Superintendent. It is also expected that the person in this role would play a significant part in all discussions with representatives of employee organizations. This would include activities in connection with contract negotiations, interpretations of contracts and grievances, and, in general, help in solving personnel problems. A professional negotiator should be assigned to him in this work.

In negotiation procedures, an important role will be played by the Assistant Superintendent in establishing the needs of the Board and administration in regard to changes in teacher responsibilities, job descriptions, and working conditions. In this role the Assistant Superintendent-Personnel will need to confer with the Assistant Superintendent-Instruction in regard to studies relating to research and development and Curriculum Council recommendations.

The Assistant Superintendent should have reporting to him a Director of Recruitment and a Supervisor for Evaluation and Personnel Records.

In the long run, it may be quite possible to establish an office of director of personnel rather than assistant superintendent, especially if the recruitment problem becomes somewhat less important than it is now.

CHART 4
RECOMMENDED ORGANIZATION
ASSISTANT SUPERINTENDENT – PERSONNEL



Assistant Superintendent-Personnel

The Assistant Superintendent-Personnel is directly responsible to the Superintendent of Schools and has the following responsibilities and the authority to execute them effectively:

1. Coordination of the work of the personnel division with all other divisions of the school system.

2. Supervision and coordination of all aspects of certificated and classified personnel; specific responsibilities include the following:

   a. Recruitment and preliminary screening of candidates for professional and classified positions.

   b. Responsibility for initial placement and transfer of staff in cooperation with operating division heads.

   c. Coordination of the systematic evaluation of the services of all personnel.

   d. Maintenance of a continuous program for the cooperative study and improvement of policies and procedures relating to all certificated and classified personnel.

   e. Maintenance of official records for all personnel and attendance records for certificated staff personnel.

   f. Recruitment of substitute teachers and other substitute personnel and maintenance of their employment records. Supervision of the employment of day-to-day substitutes.

   g. Responsibility for checking State certification status of certified personnel, and for advancement on the salary guide through graduate study for all teachers.

   h. Bringing qualified personnel to the attention of other administrators for promotion as suitable vacancies occur.

3. Regular evaluation of the personnel situation.

   a. Evaluation of the extent to which the Board's personnel policies are successfully administered.

   b. Reporting annually in writing to the Superintendent regarding the personnel situation, including future personnel needs.

4. Service as a member of the Board's negotiating team in all negotiations with employee organizations.

5. Liaison for the school system in all matters affecting interpretation of employee contracts or grievances.

6. Keeping alert to the latest personnel trends through participation in the activities of state and national organizations and through contacts with other school systems.

Director of Recruitment

The Director of Recruitment should be in charge of the recruiting of professional as well as classified personnel and would work very closely with the Business Administrator as well as with the school principals. He would be expected to travel widely in the selection process and would discuss with the various principals candidate possibilities. The Business Administrator would also request any new personnel or replacements through this office.

The Director of Recruitment would also be responsible for certification of professional personnel and the development of job descriptions.

Supervisor of Evaluation and Personnel Records

The Supervisor of Evaluation and Personnel Records would be responsible for maintaining all personnel records, including professional personnel, classified personnel, substitutes, and teacher aides. In addition, all evaluation information should focus upon this office as part of the personnel records system. The Supervisor should be responsible for seeing to it that proper evaluation procedures are provided for all personnel in the school system.

SUPPORTING SERVICES

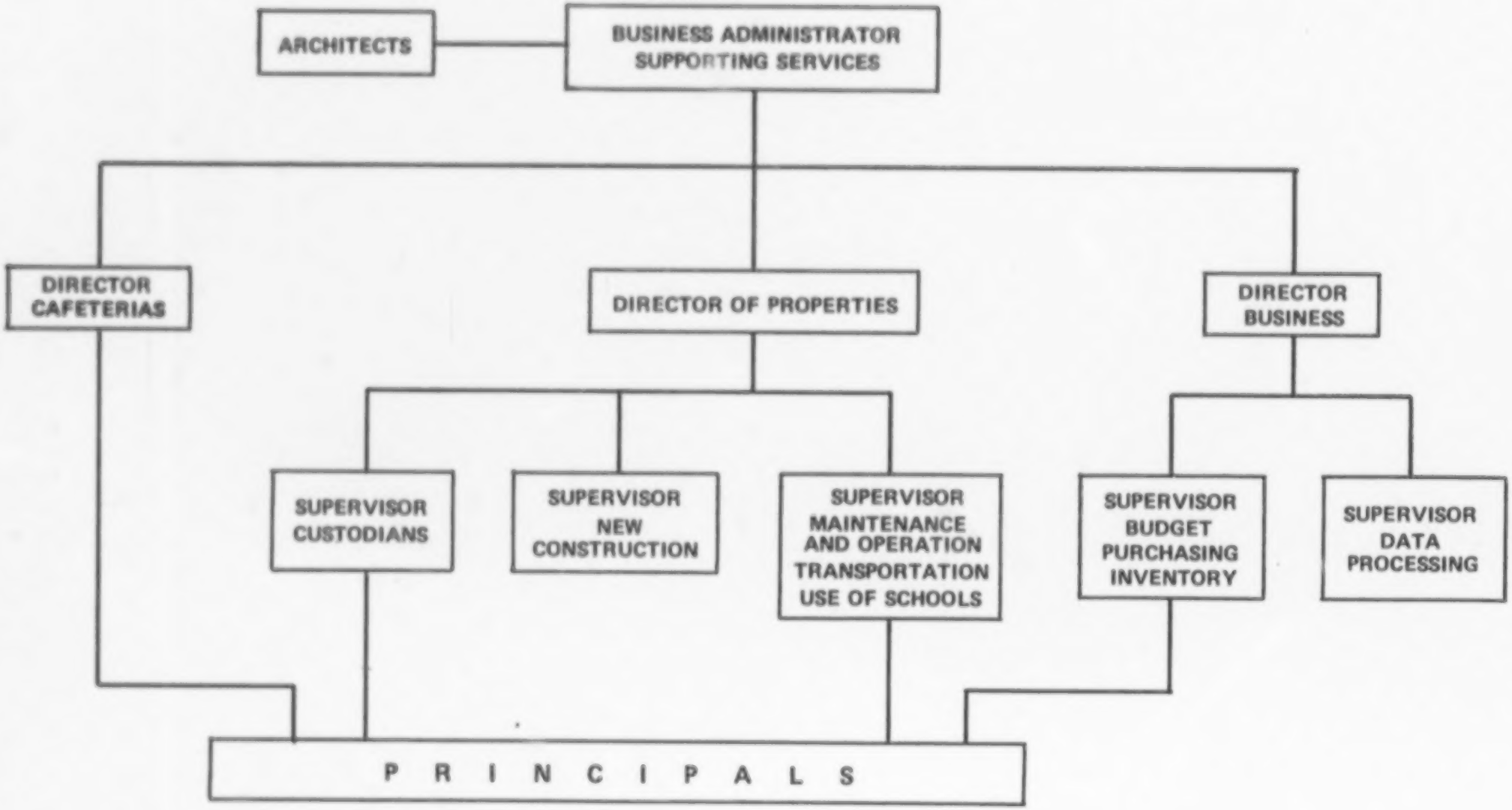
At present, there is the office of Secretary-Business Manager, reporting directly to the Board of Education. As has been pointed out, many of the services provided by this office are properly the direct responsibility of the Superintendent of Schools, and the excellent relationship between these two offices has enabled the program to move forward very effectively and efficiently. However, it should be realized that, in the development of an organizational structure disregarding personalities and capabilities of individuals, the line responsibilities should be established through the organizational structure. Thus, it is proposed that there be a Business Administrator-Supporting Services, reporting directly to the Superintendent of Schools and that the auditing functions of the Secretary to the Board might well remain as a direct responsibility of the Board of Education. There appears to be no reason why these two functions cannot be carried on by the Secretary-Business Manager as presently established. However, the direct responsibility to the Superintendent for supporting services should be recognized.

Reporting to the Business Administrator would be the Director of Business and Director of Properties. Since there is, at the moment, a Director of Cafeterias, it is considered advisable that this person report to the Business Administrator. In the future, this position might become the Supervisor of Food Service, reporting directly to the Director of Business.

CHART 5

RECOMMENDED ORGANIZATION

BUSINESS ADMINISTRATOR – SUPPORTING SERVICES



The Business Administrator would be responsible for new construction and remodeling and rehabilitation of buildings and would, therefore, have direct contact with architects who are employed by the Board of Education.

Reporting to the Business Administrator would be a Director of Properties who would be responsible for maintaining an inventory of all school properties, architectural and mechanical plans of all buildings, and descriptions of all sites owned by the Board. It would be well if all of this information were contained in a bound volume which could be made available to all those in the Superintendent's office who are concerned with remodeling or expansion of buildings in keeping with changes in the educational program.

The Director of Properties would have reporting to him the Supervisor of Custodians, Supervisor of New Construction, and Supervisor of Maintenance, Operation, Transportation, and the use of schools by groups outside of the regular school hours.

The Supervisor of New Construction might serve also as clerk-of-the-works and it might very well be that his services would not always be required unless building construction and remodeling is to be a continuous process.

The Supervisor of Maintenance and Operations would work closely with the Supervisor of Custodians and would be in charge of the system crews responsible for various aspects of maintenance, including carpenters, plumbers, electricians, and the like. His office would also handle transportation and maintenance of any system-owned vehicles. It is also suggested that requests for the use of schools by agencies

other than the school system itself be handled by this supervisor. Close coordination in this latter case would be needed with the Director of Vocational and Adult Education.

The Director of Business would have reporting to him a Supervisor of Data Processing and a Supervisor for Budget, Purchasing, and Inventory. The Supervisor of Data Processing would develop a data processing office with such equipment as might be required beyond the availability of the city-owned data processing office. Data processing can be a much more valuable tool for the entire school system than is now recognized and all the assistant superintendents and directors should have available to them the use of this office. For example, it would be entirely feasible for all pupil and staff personnel accounting to be processed in this office. Testing programs could well utilize this office and the Supervisor of Budget, Purchasing, and Inventory would find valuable use for data processing procedures. For example, at present there is no feasible and simple method by which books, supplies, and equipment can be found within the various buildings of the school system. As a result, there is the possibility that requests for books and equipment may result in purchase of these items, whereas they might be available in some other building at the moment. Data processing can be a very valuable tool in instruction and can create economies which would otherwise not exist in the operation of the schools.

In the day-to-day operation of the office of Business Administrator-Supporting Services, it should be recognized that the principals of the various schools should have direct contact with the Supervisor of Budget, Purchasing, and Inventory,

with the Supervisor of Maintenance and Operations, and with the Director of Cafeterias and the Supervisor of Custodians. Thus, the meaning of "supporting services" can actually function in the day-to-day operation of the schools with immediate service to the principals.

Business Administrator-Supporting Services

The Business Administrator-Supporting Services is responsible directly to the Superintendent of Schools for the overall planning, coordination, and management of all financial and business activities of the school district. The duties of the Administrator-Supporting Services fall generally into the following broad classifications:

Fiscal Affairs

1. Preparation and recommendation to the Superintendent of Schools of long-range plans for the administrative and capital requirements of the school system.

2. Formulation of budgetary policies for the approval of the Superintendent and direction of their on-going administration.

3. Direction of the development of all segments of the total school budget.

4. Primary responsibility for the final preparation of the total school budget for the Superintendent of Schools.

5. Direction of all data processing activities including the provision of assistance to other departments of the school system as necessary.

6. Assisting the Superintendent of Schools in presenting capital and budgetary matters to the Board of Education.

Buildings and Grounds

1. Recommendation to the Superintendent of Schools of procedures, regulations, and fee schedules for the noninstructional use of school facilities.

2. Direction of the scheduling and use of school facilities for those activities not directly administered by the school principals.

3. Assisting the Superintendent of Schools in long-range planning for future facilities needs.

4. Direction of the overall maintenance and repair program of the school system including the use of outside contract services.

5. Direction of the annual and interim inspections of all buildings and grounds for the purpose of insuring safety, cleanliness, and upkeep and for planning preventive maintenance programs.

6. Approval of standards and procedures for the maintenance of all school buildings and grounds, including custodial rules and regulations.

7. Preparation of property inventories and maintenance of all insurance coverage involving the protection of Board of Education interests.

Purchasing

1. Formulation of policies and procedures for all purchasing activities for the approval of the Superintendent of Schools.

2. Direction of the preparation of specifications and bid notices and the purchasing of all supplies, materials, equipment, and services for the school system.

3. Direction of the storage and distribution of all instructional and custodial materials and equipment as needed by the schools, and insurance that suitable inventory controls are maintained.

Food Service

1. Direction, through the Director of Cafeterias, of the planning and administration of all food service programs in the schools of the system.

2. Direction of the purchase of all food items in accordance with established policies.

3. Direction of the collection of and accounting activities for school lunch funds and the reimbursement of federal funds.

Transportation

Arrangement and supervision of all transportation for school children.

Personnel

1. Aiding in selection of all personnel directly concerned with the supporting services division, including managers, foremen, chiefs, and others.

2. Direction of the continuing training and development of all supporting services division personnel.

3. Recommendation of changes in division staffing for the approval of the Superintendent of Schools, as necessary.

4. Assisting in the development of job descriptions and establishment of general working conditions for such personnel.

5. Recommendation of salary schedules for personnel in this department.

Secretary of the Board

The duties of the Secretary of the Board of Education are proposed as follows:

1. Giving notice of all regular and special meetings of the Board.

2. Giving notice of annual and special elections.

3. Recording the minutes of all proceedings of the Board and results of elections. Maintaining a minute book.

4. Acting as the general accountant of the Board.

   a. Collecting tuition fees and other moneys due the Board.

   b. Examining and auditing all accounts of the Board.

   c. Maintaining accounts of the financial transactions of the school district.

5. Reporting to the Board appropriations, cash receipts, and amounts for which warrants have been drawn and amounts of orders or contractual obligations.

6. Keeping and maintaining in his office all contracts, records, and documents belonging to the Board.

7. At the close of each fiscal year, presenting to the Board a detailed report of its financial transaction.

8. Performing such other functions as prescribed by law.

IV

IMPLEMENTATION SCHEDULE

Following is the schedule for implementation of the recommendations of this study:

Immediate

1. Appointment of Director of Curriculum

2. Appointment of three Assistant Directors:

   a. Guidance, testing, pupil accounting
   b. Research and development
   c. Subject specialists

3. Rearrangement of staff assignments according to Chart 3

4. Appointment of Coordinator of Nurses

5. Reorganization of Department of Special Education and Services

Second Priority

1. Appointment of Coordinators for Department of Vocational and Adult Education

2. Appointment of Director of Recruitment

3. Appointment of Supervisor of Evaluation and Personnel Records

4. Reorganization of Department of Secretary-Business Manager, appointing Supervisor of Data Processing. Reassignment of personnel should be possible to complete the reorganization.

Third Priority

1. Appointment of Coordinators in all major subject matter areas

2. Appointment of Supervisor of Curriculum Center and Professional Library